
Australian Convict Sites (Australia)

No 1306

Official name as proposed by the State Party:

Australian Convict Sites

Location:

Norfolk Island (1), New South Wales (4),
Tasmania (5), Western Australia (1)

Brief description:

The property includes a selection of eleven penal sites, among the thousands established by the British Empire on Australian soil in the 18th and 19th centuries. They are located on the fertile coastal strip, from which the Aboriginal peoples were then forced back, mainly around Sydney and in Tasmania, as well as on Norfolk Island and in Fremantle. They housed tens of thousands of men, women, and children condemned by British justice to transportation to the convict colonies. This vast system of transportation, for penal and political reasons, supported the British colonization effort to conquer and settle the vast Australian continent. Each of the sites had a specific purpose, in terms both of punitive imprisonment and of rehabilitation through forced labour to help build the colony. After being set free, the convicts generally settled in the country as colonists and they form one of the main backgrounds of the European population in contemporary Australia.

Category of property:

In terms of categories of cultural property set out in Article 1 of the 1972 World Heritage Convention, this is a serial nomination of eleven *groups of buildings*.

1. IDENTIFICATION

Included in the Tentative List: 16 June 2000

International Assistance from the World Heritage Fund for preparing the Nomination: None

Date received by the World Heritage Centre: 25 January 2008

Background: This is a new nomination. In 2007 the importance of the Australian convict memory to all humankind was recognized when 'The convict Records of Australia' were included in UNESCO's Memory of the World Register.

Consultations: ICOMOS consulted independent experts.

Literature consulted (selection):

Dikötter, F., and Brown, I. (eds), *Cultures of Confinement: a history of prison in Africa, Asia and Latin America*, Cornell UP; Ithaca, NY, 2007.

Donley, R.J.R., *Victims of justice, the Australian convicts*, Adelaide, Rigby, 1977.

Egloff, B., Mackay, R., et al., *Islands of Vanishment... Historic Environment*, 16,2 and 16-3, ICOMOS Australia, Burwood, 2002.

Pierre, M., *Le dernier exil: histoire des bagnes et des forçats*, Paris, Gallimard, 1989.

De la Torre, M., Mason, R., Myers, D., *Port Arthur Historic Site: a case study*, The Getty Conservation Institute, Los Angeles, 2003.

Voldman, D., and Moreau, J.-M., *Les équipements du bagne de Guyane, construire pour punir*, in *Monuments historiques*, CNMHS, Paris, 1981.

Technical Evaluation Missions: Two missions took place, from 24 to 31 August 2009 and from 27 August to 5 September 2009.

Additional information requested and received from the State Party: On 30 October 2009, the State Party provided additional information regarding the comparative study.

A letter was sent to the State Party on 17 December 2009, asking it to strengthen the argument in favour of the serial approach to the property, in particular to explain the selection criteria and how the sites were chosen, to complete and make more thorough the comparative analysis of the property in order better to reflect similar experiences (notably France), to clarify the boundaries of the Old Great North Road site, and to extend the buffer zone of Hyde Park Barracks.

The State Party replied on 26 February 2010. The analysis of this documentation is included in the present evaluation.

Date of ICOMOS approval of this report: 17 March 2010

2. THE PROPERTY

Description

The serial property comprises a group of eleven convict sites dating from 18th and 19th century colonial Australia, which had a total of some 3,000 such sites. They housed male, female, and child convicts transported from the United Kingdom and, at certain times, from Ireland. Each of the sites had a specific purpose, both for punitive imprisonment and for rehabilitation through forced labour to help build the colony.

The convict sites are located on Australia's fertile coastal strip. Many of the sites that make up the nominated property are concentrated in two regions of south-eastern Australia: in and around Sydney (sites 2, 3, 4, and 10) and in Tasmania (sites 5, 6, 7, 8, and 9). To these sites are added one on Norfolk Island, off the east coast of Australia (1), and another in Fremantle (11) on Australia's south-western coast. These various regions correspond to very different climates, ranging from Mediterranean to sub-tropical, and from temperate to Nordic. They are all located close to ports on the main sea routes of the British Empire, then at its peak. The choice of the nominated sites is deemed to demonstrate the main principles that characterize this penal transportation system, as well as its role in establishing the population of European origin in contemporary Australia.

1. Kingston and Arthur's Vale Historic Area is located on Norfolk Island. The site was occupied in three successive waves: first, immediately after the start of colonization, then at the end of the 1820s as a place of punishment for re-offending convicts aimed at deterring crime in Britain, and lastly at the end of the 19th century where the mixed-race descendants of the Bounty mutineers were deported and whose descendants are the current inhabitants of the island.

The nominated site is a vast area on the sea-coast, in the south of the island, mainly bordered by the surrounding hillcrests. It includes the foreshore with its protective breakwater and wharf, port facilities, the convicts' quarters, and the prison. Behind and parallel with the foreshore, the property includes the main street of Kingston which initially provided access to the barracks and the administrative buildings. The site extends eastwards to Point Hunter. In the hinterland, it includes Creek Valley in its centre and Arthur's Vale in the west.

The site has around forty structures erected by the convicts; these include buildings, religious places of worship, underground grain silos, a cemetery, etc. They are sometimes in ruins or even no more than archaeological remains. The site also includes roads, bridges, and residual hydraulic systems in the form of a dyke, canals, and a dam. All the structures were built using local materials. These elements included by the State Party mainly derive from the second wave of convict settlement.

Significant changes have occurred from the start of the third phase of occupation through to the present day.

Today, it is an historic site with several museums and an administrative centre. It also has private residents. The site does not have a buffer zone, but it is surrounded by a national park.

2. Old Government House and Domain, Parramatta, was the residence of the Governor of the colony of New South Wales from 1790 to 1856, inland from Sydney. It is located on the left bank of a meander in the Parramatta River.

The site is arranged around Government House and its gardens. It is a Georgian-style mansion with a central section and two asymmetrical wings erected some years later. The southern wing is extended by the house of the female convicts, who were used as the household servants. The main built ensemble was extended in 1822 with the L-shaped garrison building.

The park includes some houses and landscaped gardens in late 18th century English style and the remains of an observatory. It also includes archaeological remains of the huts that housed the convicts who looked after the maintenance of the property.

The main built ensemble underwent significant restoration, particularly in 1906.

Today, this ensemble is used as a museum and a public park.

3. Hyde Park Barracks is located in the city of Sydney, at the corner of Prince Albert Road and Macquarie Street, opposite the end of the park from which it draws its name and on the edge of the present-day city centre with its tall buildings. It originally formed part of an urban ensemble designed by the architect Francis Greenway, in the early 19th century, which included a hospital, a church, and a law court.

The nominated property was originally designed to house male convicts on arrival and before dispatch; it was also Sydney's gaol. It was designed to accommodate up to 1,400 prisoners at any one time.

The site mainly comprises the rectangular gaol sitting behind high walls; its main entrance is flanked by two square buildings. The space in front of the entrance is included in the property. The convict enclosure included in its centre the vast rectangular prisoners' building, with its three levels and an attic storey. An ensemble of ancillary buildings lies along the northern wall. Additional elements that were part of the convict site in the 19th century (church, kitchen garden, etc.) are not included within the boundary of the nominated property.

The old gaol building today houses a museum of convict artefacts, archives, administrative offices, and a café.

4. The Brickendon and Woolmers Estates were two neighbouring farm colonies on the Macquarie River, in the Tasmanian hinterland. Both were owned by the Archer family, colonials who were provided with young convict labour under contract to the Government. Farming started here in 1820; masters and convicts lived together.

The Brickendon Estate includes farmland and some twenty farm buildings and outhouses, in timber or stone, sometimes only in the form of vestiges. The Woolmers Estate has eighteen buildings.

Both are still farmed, and Brickendon is still owned by descendants of the Archer family.

5. *Darlington Probation Station* is at the northern point of Maria Island off the coast of Tasmania, which was originally peopled by the Aboriginal peoples. It was a harsh settlement with rehabilitation through hard labour outdoors including timber yards and limestone quarries.

The site includes a group of barracks that form a U-shape around a large courtyard with a number of technical or social buildings, some of which are now in ruins. The social organization of the penal settlement was comprised of three classes of convicts, the worst behaved of whom were kept in solitary confinement cells. There was also an area for political prisoners which operated from 1825 to 1850.

The site was thereafter used for a variety of purposes, unrelated to the penal settlement, first as a farm and then as a lime works. Located in an exceptional coastal site, it is now a historical and recreational park.

6. *Old Great North Road* is a penal colony in New South Wales established to construct the Great North Road, in rocky and rugged terrain, between 1828 and 1835. The system used was that of itinerant convict gangs, sometimes including teenagers. They were housed in huts built along the road. Since they were far from a prison, the convicts were generally chained together.

The site is located on the slopes overlooking the left bank of the Hawkesbury River and includes a 2.5km section of the Old Great North Road. This is in a good state of conservation with numerous testimonies of civil engineering: sections cut through the rock, retaining walls, drains, etc. In one particularly difficult section, the property also includes an initial 5km section that was abandoned before completion.

The site is now located in Dharug National Park.

7. *Cascades Female Factory* is a female prison in south-east Tasmania, today on the western outskirts of Hobart. The site includes three of the five original yards of the Cascades prison. These are a series of detention centres surrounded by high walls which operated as a convict factory, exclusively employing females, between 1828 and 1856. Some 25,000 convicts passed through Cascades, which was seen as a model site by Great Britain, aimed at deterring crime in that country by demonstrating the Government's determination to implement both its penal policies and its social and colonial programme. At the time, the factory was in an isolated location, separated and hidden from the main colony at the bottom of a cold valley, and it operated more or less self-sufficiently, with a hospital, nursery, etc. A classification system, involving different living conditions for the inmates, showed the path to be travelled to attain freedom.

The remaining three of the original five yards are adjoining rectangles measuring 42m by 60m. They

mainly correspond to the factory's living quarters, a nursery, and a workshop. The site's archaeological collection includes over 2,000 artefacts. Cascades is an historical site with a small museum and a gallery.

8. *Port Arthur Historic Site* is located on Carnarvon Bay, on the Tasman Peninsula in the south of Tasmania. It operated from 1830 to 1877 as a penal station, combining dangerous forced labour, continuous surveillance, and corporal punishment. It comprised a port and a town with numerous places of work for the convicts: dockyards, limekilns, quarries, sawpits, and a mill driven by physical labour as a punishment.

On the other side of the bay, Point Puer also includes workshops, barracks, and a prison. The site was created to house 3,500 boys aged 9 to 18, to rehabilitate them through religious and moral instruction, work, and discipline. They were given limited education and a trade. It closed in 1849.

Historically, the entire Tasman Peninsula was an enormous convict station, with many barracks, building sites, and activities to help with the growth of the colony.

The nominated site includes the Port Arthur and Point Puer zones, together with the coastal road. Port Arthur has some thirty buildings and prison remains, along with civilian and military infrastructures. The complex includes a hospital and a lunatic asylum.

Port Arthur became a civilian township at the end of the 19th century, reoccupying and converting the many buildings originally used for the convict settlement. The town was later destroyed by fire.

Tourism at the old Port Arthur convict settlement began in the 1950s. With its surrounding area, it is one of the most visited tourist sites in Australia. Private activities are located outside the site itself in its buffer zone.

9. *Coal Mines Historic Site* is also located on the Tasman Peninsula in Tasmania, on Norfolk Bay. This punishment station operated from 1833 to 1848, for the operation of a coal-mine. Coal extraction continued until the 1880s, under private control but still using prison labour. The site was then abandoned and left to be reclaimed by the surrounding bush.

The site includes facilities for the prisoners, military, and administration, the four pitheads, coastal installations, a quarry, and transport infrastructure. Many of the elements are no more than ruins.

10. *Cockatoo Island Convict Site* is a small island in the upper reaches of Sydney Harbour. It was chosen very early on as the site for port facilities and then as the Royal Navy's arsenal in Australia. The convict station was established in 1839 as a penal settlement; it was in use for more than a century. The island's facilities were largely cut directly out of the sandstone. The convicts' work involved quarrying and dressing stone, erecting the buildings and

wharves, digging the dry dock, and hard labour in the naval dockyards. Recalcitrant convicts were locked in cells cut into the cliff face.

The nominated site comprises the entire island. At its centre is a rocky plateau, surrounded by cliffs. It includes the convict buildings within a more complex residential ensemble. This area overlooks the lower shipyards, dock, and workshops, including Fitzroy Dock, an excavated sandstone dry dock measuring 114m. Almost 80 elements or remains of the former naval activity survive, including some thirty directly linked to the convict station. The island is today an historic site.

11. Fremantle Prison is located in Western Australia. Fremantle was established as a free colony, on the coastal mouth of the Swan River; but the slowness of its growth and the shortage of labour led to the creation of a convict station there in 1850. It became a high-security prison in 1867, a purpose that it continued to serve for the state of Western Australia until 1991. It was able to accommodate some 600 prisoners. The site is in the old city centre, close to the fishing harbour.

The site mainly consists of the prison itself, on a rectangular parcel of land surrounded by high walls. It also includes the land in front of the entrance, on the western side. Along the enclosure wall on this side there is a series of buildings used as dwellings for the prison warders and officers. The entrance includes a gabled gatehouse framed by two flat-roofed towers; it leads into a large internal courtyard surrounded on the inside by the guardhouses. The general layout of the prison is based on that of Pentonville in the United Kingdom. Inside, opposite the entrance, stands the main cellblock, 150m in length, with at its centre the Church of England chapel housed in a projecting wing. Two wings are built out from either end towards the rear; the north wing houses the Roman Catholic chapel. A series of separate enclosed courtyards are arranged at the rear of the main building, including the solitary confinement cells. The kitchens, hospital, and workshop are located in three of the angles.

Fremantle Prison is today a museum and historic site, where numerous artefacts and artistic works by the prisoners are on display.

History and development

The transportation of people for forced labour is a system shared by many human societies, at various periods of history and in many civilizations. Most often, it involved slavery or the deportation of people following war. However, in the modern and contemporary eras, convict colonies were used as a place for prisoners to serve their sentences in a distant land, where they were generally used for forced labour.

Penal colonies were initially for the imprisonment of criminals, coupled with forced labour. In Europe they

were concentrated in military ports, for example, to provide labour to work on galleys or for hard labour in arsenals, building infrastructure, etc. In times of war, forced-labour prison camps are similar in terms of their organization and objectives.

A new form of penitentiary combined with a colonial project appeared in the early 17th century in European countries, involving the permanent transportation of prisoners to new territories. Under the Transportation Act of 1718, England organized just such a system for its criminals in its North American colonies. France did the same after closing its galleys in 1748. Being condemned to a convict colony is in theory a severe prison sentence, for a serious crime. In reality, however, because of the colonies' need for labour, all sorts of crimes, often relatively minor, led to transportation for more or less lengthy terms. The expression of certain opinions or membership of a banned political group were also punishable in this way.

In 1775 England stopped transporting its criminals to America, because of the upheaval that eventually led to these colonies gaining their independence. Australia became the replacement destination starting in 1778 with the gradual organization of many convict colonies. Port Jackson (Sydney Harbour) was the first place where convicts were landed.

Transportation to Australia reached its maximum between 1787 and 1868, with 166,000 prisoners sent to its many convict stations. Australia was at the time a vast area, inhabited only by Aboriginal peoples, who were rapidly forced away from the most sheltered and most fertile coastal areas. From the point of view of the colonists, everything had to be built, starting with ports, houses, roads, colonial farms, etc. The convicts were often from the lower classes; women accounted for 16% of the total, and there were also quite a few children, who could be punished with transportation from the age of nine.

The Australian convict system took different forms in order to meet its many objectives. It evolved out of a great debate in Europe at the turn of the 19th century about how to punish crime and the social role to be given to the transportation of prisoners. The discussion included on the one hand the notion of punishment and on the other the desire to discourage crime through the idea of rehabilitation of personal behaviour by means of work and discipline. Transportation of a labour force to serve colonial development, especially in the more distant lands, was seen as a useful and effective response to these various social issues in England, as well in other European countries such as France and Russia.

In the Australian case, the convict system was in practice also designed to make the prisoners fully fledged colonists once they had served out their sentences. The considerable distance between Europe and Australia meant that the convicts almost always

remained after their release.

The Australian convict system included a variety of prison systems, ranging from outdoor to indoor work, from probationary transportation to simple imprisonment; it included convict stations for women or children (Cascades Female Factory and Point Puer). In some convict stations, the prisoners lived alongside free settlers (Brickendon and Woolmers Estates). Living conditions were naturally very strict, but they were variable in terms of their harshness, depending on the site and function.

Overseeing and transporting the convicts also required the presence of a sizeable prison administration, the organization of a specialized fleet, the presence of numerous guards, etc.

The most harsh stations, for those prisoners considered to be the most dangerous, included a prison, hard and often dangerous labour, corporal punishment, such as lashes or deprivation, and solitary confinement. Most sites had a prison and a solitary confinement area; but others were punishment stations, such as Norfolk Island, Port Arthur, and the Tasman Peninsula Coal Mines. These stations were renowned throughout the entire British Empire for their harshness, in order to maintain the fear of transportation among the population and so reduce crime in Great Britain and its colonies.

The convict gang system was used for public works, especially for roads and port facilities. They were generally very strict and the work was hard. Examples include Old Great North Road, Hyde Park Barracks, Port Arthur, Coal Mines, Kingston and Arthur's Vale Historic Area, and Fremantle Prison.

There were also labour convict stations for those prisoners considered to pose less of a threat, where the convicts were made available for private projects, often farming. The entrepreneurs used them at their own risk. Examples include Brickendon and Woolmers Estates and Old Government House. Female labour was more of a manufacturing nature, such as Cascades Female Factory, a textile mill. These were, of course, still prisons with a system of punishment and rewards. Some convict stations used women as servants - for example, on farms and Old Government House.

Those convicts who behaved themselves could earn a lighter sentence, gradually leading to their early release. In the very vivid minds of the social reformists of prisoners, the aim was to establish a probationary path that would gradually lead to social rehabilitation through labour and, finally, to the status of fully fledged colonial settler.

The creation of convict stations in Australia, at the heart of the programme of creating colonies, had particularly negative effects on the Aboriginal peoples. This led to social unrest, forced migration, and the loss of fertile land, as well as devastating epidemics because of their

lack of immunity. Conflict and resistance were frequent occurrences as settlers and convicts arrived, often resulting in death.

The penal settlements continued for quite a long time after the transportation system was abolished, up until the eve of World War II, driven by their own dynamic of prisoner management and similar practices, though applied on a far lesser scale, such as exile.

The last of the sites to remain in active use was Fremantle Prison, which closed in the early 1990s.

Today, most of these sites are entirely or in part places of remembrance, museums, or parks.

3. OUTSTANDING UNIVERSAL VALUE, INTEGRITY AND AUTHENTICITY

Comparative analysis

The State Party takes as its starting point the fact that the phenomenon of transportation to colonial convict stations by the European powers in the 18th and 19th centuries is illustrated in an exceptional manner by the case of Australia. It had the largest number of convicts transported and was the furthest from Europe, along with French New Caledonia.

The comparison is first drawn following the three main driving forces behind the expansion of remote convict colonies by various countries, mainly England, France, and Russia: first, the extension of the "geopolitical sphere of influence" sought by governments and to which penal colonies contributed; secondly, penal punishment policies and deterrence specific to each national society; and, finally, the existence of an ambition to rehabilitate convicts through labour and discipline. The latter two points were the subject of a debate that arose in the 18th century between the issue of severity of punishment to deter crime and the reinsertion of prisoners into society. This debate forms a common thread in the State Party's comparative analysis, making it a specific aspect of the Age of Enlightenment.

The second aspect of the comparison focuses on identifying the current remains that testify to the moral, legal, and material objectives of forced labour in penal colonies (infrastructure, buildings, landscape, and other material evidence). The final guideline to the study is to consider the percentage of the local population of European origin provided by the convicts and their effective involvement in the colonial expansion of the governing power.

The State Party examines the phenomenon of the penal colony in terms of its historical, penal, social, political, and military dimensions. It compares the systems implemented by Great Britain in its other colonies at the same time (Singapore, Malaysia, Bermuda, and the

Andaman Islands in the Gulf of Bengal), and then the mass transportation of prisoners by other European powers. This is the case in particular of the Siberian territories and the Far East of Russia (construction of the Trans-Siberian Railway, Kara Valley gold mines, and Sakhalin Island), and by France (French Guyana in South America and New Caledonia in the Pacific Ocean).

The British Empire's convict stations provide a certain number of similarities, but the cases presented are far smaller in scope than Australia, and they sometimes had a regional purpose, such as the colonization of India by the transportation of opponents. The French penal colonies in New Caledonia are both close geographically and the most similar in terms of the territorial objectives and residual material remains. It was, however, an experiment of far lesser magnitude and did not give rise to any notable settlement of a European population.

In a last section, the State Party examines other forms of forced migration, notably the slave trade through sites already recognized on the World Heritage List: Island of Gorée (Senegal, 1978), Forts and Castles, Volta, Greater Accra, Central and Western Regions (Ghana, 1979), Robben Island (South Africa, 1999), Stone Town of Zanzibar (Tanzania, 2000), and Aapravasi Ghat (Mauritius, 2006). Penal colonies are clearly one of the forms of mass deportation of people, but with its specific characteristics, all well evidenced by the value of the nominated property.

The State Party also considers a certain number of penal properties in Great Britain, France, the United States, The Netherlands, and Russia, but without any colonial intent. It examines them from the angle of the evolution in ideas surrounding the punishment of crime since the Enlightenment, and prisons for women and adolescents in particular.

For the State Party, the comparative analysis shows that the group of seven carefully selected nominated convict sites is the most important, the most complete, and the most representative of this type of migration and forced labour.

ICOMOS considers that the arguments presented in the comparative study could be acceptable in terms of the comparison criteria; but that their definition would be improved by being more clearly expressed. The deportation of prisoners does not seem to be a characteristic idea of the Enlightenment, but rather a practice derived from colonial slavery. The study would gain from further exploration in a series of directions: more detailed comparison with the French case, undoubtedly the most similar and of which numerous vestiges still remain; consideration of a history of penal colonies with forced labour in the country itself, and more generally a history of the control of dangerous population groups; extension of the consideration of forced labour and deportation to Spanish, Portuguese, and Dutch colonies, which preceded or were

contemporary with the British and French cases; and observation of the behaviour with regard to these issues of large centralized non-European states, such as China and Japan.

In its letter of 17 December 2009 ICOMOS requested the State Party to expand on this point. The State Party provided an additional detailed study in its reply of 26 February 2010. International experts were brought in to assist with the comparative study process. An initial distinction needs to be made with regard to comparisons between sites, in terms of the buildings and the organization of the territory, broader meanings and the values associated with a national ensemble, such as that in Australia. The convict transportation system applied to Australia is clearly original and unique in character, especially when compared with the French penal colony system developed at the same time. In the case of the nominated property, the aim was a policy of geographical expansion and colonization through transportation that was unique in terms of its objectives, the diversity in its application of sentences, and its territorial scope.

Justification of the selection of the serial components through the comparative analysis

In its letter of 17 December 2009 ICOMOS requested the State Party to clarify this question, which had not been extensively dealt with in the initial nomination.

The State Party reiterated in its reply of 26 February 2010 the procedure and methodology adopted. In terms of individual sites within the State Party, a very lengthy study procedure that involved the examination of several hundred sites, followed by comparison and selection, that had been undertaken in the mid-1990s. It took into account the integrity and authenticity criteria for each, as well as its representative nature within the group. It was, moreover, a global colonization system based on the principle of transportation and the penal colony, that is to say, a complex and diversified system, the main values and historic and social meanings of which were gradually revealed through the study. The eleven sites selected at the end of this process and international comparative study helped to reinforce the coherency of the choice, as clearly illustrating all the main attributes of the penal colony and forced labour within the context of Britain's colonization of Australia.

ICOMOS considers that the comparative analysis has been significantly improved by the additional documentation provided by the State Party.

ICOMOS considers that the comparative analysis, supported by the additional documentation, justifies consideration of this property for the World Heritage List and that the justification of the serial nomination is satisfactory.

Justification of the Outstanding Universal Value

All the sites nominated for inscription are considered by the State Party to be of Outstanding Universal Value as a cultural property for the following reasons:

- The property is a selection of eleven convict stations which provide an exceptional and large-scale example of prisoner transportation to penal settlements in the distant lands of the British Empire; this was a practice shared by other colonial powers.
- The sites illustrate the various types of convict station that managed a variety of forms of forced labour in order to serve the colonial development project. They were designed and adapted for all types of prisoners - men, women, and children from the age of nine.
- Transportation and forced labour were implemented on a massive scale, for both criminals and those sentenced for relatively minor offences, as well as for expressing certain opinions or political opponents. Colonial convict stations are testimony of a model of legal punishment that was dominant in 18th and 19th century England.
- The property illustrates the various forms adopted by convict colonies, which were closely linked to the ideas and beliefs about punishment for crimes in 18th and 19th century Europe, in terms both of its exemplary nature and the harshness of the sentence to act as a deterrent, and of the programme for social rehabilitation through labour and discipline.
- The property presents the best surviving examples of large-scale convict transportation and the colonial expansion of European powers through the presence and labour of convicts.
- Alongside other forms of forced human migration for forced labour, such as slavery, the remote penal colony is evidence of the brutality of the coercion and the violence developed by colonial policies.

ICOMOS considers that the arguments put forward by the State Party to justify the value of the property are appropriate. The impact of the convict colonies on the Aboriginal peoples, together with their being an important source of the European population, after the convicts were freed at the end of the sentences and their integration as settlers in Australia should also be taken into account.

ICOMOS considers that the justification put forward for the serial approach is appropriate in terms of the principle of the selection of the best preserved sites and the concern to illustrate all the material and social dimensions adopted by convict settlements.

Integrity and authenticity

Integrity

Integrity raises the general issue of the completeness of the various nominated sites as convict settlements. They have sometimes been affected by subsequent use, leading to modifications or the addition of anachronistic buildings when compared with their testimony as convict sites. However, the interpenetration of specific convict buildings has often been combined with non-penal buildings or land as a result of the convict settlements' role in construction (sites 1, 6, 8, 9 and 10 in the description), or its productive role (sites 1, 4, 5, 7 and 9), or even the exercise of power (site 2).

In addition to the initial functional complexity of several of the sites or their reuse, what has most affected their structural integrity is without doubt their abandonment, sometimes for lengthy periods and sometimes accompanied by deliberate demolition. There is therefore a large number of buildings or structures in a ruinous state and others reduced to the condition of archaeological remains. It should be pointed out that the State Party has, as a general rule, refrained from misplaced restoration, preferring to preserve the ruinous state handed down by the history of each of the component sites.

The eleven sites selected are precisely those that have suffered the least from these factors that undermine their integrity, especially as the convicts had a bad reputation in the eyes of the population for much of the 20th century.

The sites that have been the most affected by large-scale change throughout their history are: Kingston (1), modified by its inhabitants after it was last used as a prison and forced-labour station; Darlington (5), where part of the convict structures has been destroyed or modified; Cascades (7), where the remains of only three of the initial five yards have survived; Port Arthur (8), which was converted to a harbour town after its convict period; and Coal Mines (9), now largely in a ruined state after a lengthy period of abandonment.

Other sites have been less affected by destruction or reuse, such as Hyde Park Barracks (3), Brickendon Estate (4), Great North Road (6), and Cockatoo Island (10) in spite of the last-named having been used as an arsenal and military port, with the convict settlement being just one of its components.

Other sites have a high level of integrity, generally in relation with their long-term use as a prison, such as Hyde Park Barracks (3) and Fremantle (11), or having a specific function, such as Old Government House (2).

In terms of the landscape, the integrity is generally fairly satisfactory within each of the sites and its buffer zone, notwithstanding the remarks above about later reuse of the premises, such as at Cockatoo Island (10). Looking at the landscape perspectives and horizon lines, the

urban environment significantly alters the property's integrity at several sites, notably the tall buildings near Hyde Park Barracks (3). Old Government House (2), Cascades (7), and Cockatoo Island (10) are also affected in this respect.

ICOMOS considers that the structural and landscape integrity of the property varies depending on the site, the type of evidence considered, and the local history, at times marked by reuse or lengthy periods of abandonment. The integrity varies between well preserved groups and others where it might be described as fragmentary. Apart from certain visual perspectives in urban settings, the level of the property's integrity is well controlled by the site management plans.

The choices made for the serial approach have been explained by the State Party and ICOMOS considers that they are appropriate.

Authenticity

The authenticity of the 200 or so built, urban, archaeological, and territorial elements put forward to support the attributes of the property's value is undeniable. Conservation of the sites is implemented in accordance with best practices, respecting the traditional materials and techniques. Apart from a certain number of internal refits for purposes that have no relationship with the convict activity or which are for the purpose of tourism, there have been few abusive or interpretive restorations. One exception can be raised with regard to the restorations at Kingston (1). The general policy has been to conserve the sites in their existing state, even if this is as ruins or archaeological remains. This has contributed significantly to preserving the authenticity of the sites and has helped with the expression of their values.

The eleven sites form a significant and comprehensible testimony to the customs and practices in the convict era, as well as the symbols they represented at the time. The main alterations to the authenticity concern later redevelopment of certain buildings or areas that correspond with the complex local history, of which the convict era is, after all, just one component. This is notably the case for Norfolk Island (1) and Port Arthur (8).

Two comments need to be made in order to improve the authenticity in certain cases. Consideration should be given to removing the anachronistic structures or constructions at Old Government House (2), Cascades (7), and Fremantle (11), and it would be useful to provide better differentiation between the structural components by period and use at Darlington (5) and Cockatoo Island (10).

ICOMOS considers that, despite the inevitable complexity of a nomination made up of a series of eleven separate sites with more than 200 elements that convey the value of the property, the authenticity of the

vast majority of them is good.

ICOMOS considers that the integrity of the property varies depending on the site considered, but that it is adequate overall, and that the conditions of authenticity have been met.

Criteria under which inscription is proposed

The property is nominated on the basis of cultural criteria (iv) and (vi).

Criterion (iv): be an outstanding example of a type of building, architectural or technological ensemble or landscape which illustrates (a) significant stage(s) in human history;

This criterion is justified by the State Party on the grounds that, collectively, the Australian Convict Sites represent an outstanding example of the creation of architectural ensembles that illustrate an important and difficult period of human history, namely, the transportation of prisoners to colonial convict settlements and the use of forced labour.

This example illustrates a deliberate policy that was applied on a massive scale for using convicts to extend Britain's geostrategic influence. It is testimony to a social policy of harsh punishment to deter crime in Great Britain and its colonies. Finally, it reflects the will to rehabilitate convicts through labour and discipline, the practical consequence of which was their insertion in Australian colonial society.

The property is an outstanding example of the various forms adopted by convict settlements in order to serve the British Empire's colonial and prison policies from the Enlightenment to the end of the 19th century: quarries and the construction of buildings, development of ports, shipyards and roads, farming, forestry and mining, etc.

ICOMOS considers that the nominated property provides an outstanding example of the transformation of the conventional penal colony and national prison systems of the major European states in the 18th and 19th centuries into a system of transportation and forced labour within the vast colonial project of the British Empire. It illustrates the variety of convict settlements created to meet the various material requirements for developing a new territory. It is testimony to a prison system aimed at achieving various objectives, ranging from harsh and deterrent punishment to forced labour for men, women, and children, along with the rehabilitation of convicts through labour and discipline.

ICOMOS considers that this criterion has been justified.

Criterion (vi): be directly or tangibly associated with events or living traditions, with ideas, or with beliefs, with artistic and literary works of outstanding universal significance;

This criterion is justified by the State Party on the grounds that the group of sites that make up the property is directly associated with the development of the ideas and debates in Enlightenment Europe about the punishment and rehabilitation of criminals and guilty people in human society.

The consolidation of the colonial expansion of the great European states coincided with the expansion of the convict transportation system as one of the dominant models of punishment for a crime or misdeed against society, adopted by European political and judicial powers, especially the British, in the 18th and 19th centuries.

The emergence of new forms of punishment included the psychological dimension of fear of punishment in a distant land where living conditions were particularly harsh. It also included the idea of redemption through labour and discipline, forming a probationary path leading to personal rehabilitation and integration in the European Australian society of the time as settlers.

The terms of this debate led to a high level of experimentation with different forms of convict settlements, with regard not only to material objectives, but also to social organization: convict stations for women, the presence of nurseries, centres for children and adolescents, mixing convicts and civilians, etc. The influence of transportation on the growth of national prison systems in Europe and the world was substantial.

ICOMOS considers that the transportation of criminals, delinquents, and political prisoners to colonial lands by the great nation states between the 18th and 20th centuries is an important aspect of human history, especially with regard to its penal, political, and colonial dimensions. The Australian convict settlements provide a particularly complete example of this history and the associated symbolic values derived from the discussions in modern and contemporary European society. They illustrate an active phase in the occupation of colonial lands to the detriment of the Aboriginal peoples, and the process of creating a colonial population of European origin through the dialectic of punishment and transportation followed by forced labour and social rehabilitation to the eventual social integration of convicts as settlers.

ICOMOS considers that this criterion has been justified.

ICOMOS considers that the serial approach is justified.

ICOMOS considers that the ensemble of nominated sites meets criteria (iv) and (vi) and the conditions of authenticity and integrity, and that Outstanding Universal Value has been demonstrated.

Description of the attributes

The property formed of eleven complementary sites provides an outstanding and large-scale example of the transportation of prisoners to convict settlements in the remote colonies of the British Empire, a practice that was shared by other colonial States.

- The sites illustrate the different types of convict settlement organized to serve the colonial development project by means of buildings, ports, infrastructure, the extraction of resources, etc. They illustrate the living conditions of these convicts, prisoners transported far from their homes, deprived of freedom, and subjected to forced labour.
- This transportation and associated forced labour was implemented on a large scale, both for criminals and for people convicted for relatively minor offences, as well as for expressing certain opinions or being political opponents. The penalty of transportation to Australia also applied to women and children from the age of nine. The convict stations are testimony to a legal form of punishment that dominated in the 18th and 19th centuries in the large European colonial states, at the same time as and after the abolition of slavery.
- The property shows the various forms that the convict settlements took, closely reflecting the discussions and beliefs about the punishment of crime in 18th and 19th century Europe, both in terms of its exemplarity and the harshness of the punishment used as a deterrent, and of the aim of social rehabilitation through labour and discipline. They influenced the emergence of a penal model in Europe and America.
- Within the colonial system established in Australia, the convict settlements simultaneously led to the Aboriginal population being forced back into the less fertile hinterland and to the creation of a significant source of population of European origin.

4. FACTORS AFFECTING THE PROPERTY

Development pressures

The State Party submits that the various sites do not suffer from any real threat from development pressure, owing principally to the protection measures and the management plans implemented at each site.

Few of the sites directly reflect any problems related to significant development concerning the property itself. It is, however, necessary to mention the complex situation of Kingston and Arthur's Vale (1), which is an operating village, port, and rural entity, for a site of relatively vast dimensions. There appears to be some tension between the private owners and the local managers in charge of running and protecting the site.

Port Arthur (8) is also a large ensemble, with the characteristics of a village and port site. With Point Puer, on the opposite side of the bay, these two sectors experience heavy tourist traffic, which implies the need for certain precautions. Tension is also noticeable with the private owners living in this case in the buffer zone.

The tourism development plan for Old Government House and Domain (2) includes several development issues that require better regulation in order to ensure improved respect for the integrity of the site. There is a somewhat similar situation relating to tourist trade at the entrance to Fremantle Prison (11) and a metal annex at Cascades (7).

The rural development of Brickendon and Woolmers Estates (4) must remain compatible with the expression of the value of the property.

More broadly, some of the sites within the property may be threatened by the development of the property's peripheral area and in its buffer zone, notably in terms of the landscape impact of growing urban environments (see Integrity). This refers in particular to the City of Sydney for Hyde Park Barracks (3) and Cockatoo Island (10), to Parramatta city for Old Government House (2), to the suburbs of Hobart in respect of urban development near Cascades (7), and to Fremantle for Fremantle Prison (11).

ICOMOS considers that the main threats due to development concern the two port villages that are part of the property (1 and 8). A policy of consultation with the local population and a mutual charter of good conduct are needed. Several issues relating to tourist infrastructures should also be reviewed (2, 7, and 11).

Tourism pressures

All the sites have the necessary capacity and management structures to handle current visitor levels and to cope with any future increase in numbers.

Nonetheless, at sites like Kingston (1) and Port Arthur (8) villages (the latter having to cope with large numbers), there is a need to improve the agreed and planned management for the development of tourism between private and public stakeholders, between the interests for well appreciated development and the need to preserve and conserve a property with Outstanding Universal Value.

The project for a tourist and cultural complex at Fremantle Prison (11) must also be implemented with regard for protecting and preserving the quality of the property.

In more general terms, visitor infrastructures and the projects for their development do not always seem to have been thought out with respect for the integrity of the property's landscape in mind, as, for example, at Old Government House (2) and Cascades (7).

ICOMOS considers that the main threats to the properties are pressure from the economic development of tourism, notably in the port villages of Kingston (Norfolk Island, 1) and Port Arthur (Tasmania, 8). Consultation between the stakeholders and the creation of a shared charter of good conduct should be sought. Control of the urban landscape also deserves closer attention, especially for the sites in the Sydney region.

Environmental pressures

According to the State Party, none of the sites is currently under any major threat from pollution or desertification.

There are, however, occasional threats that may eventually affect the property if appropriate measures are not taken, such as soil degradation by domestic animals (1) or water runoff (6 and 7), control of invasive natural vegetation (4, 5, 6, 7, 8, and 9), rain damage to the brick used for construction of the buildings (8), and infiltration of saline water (8).

ICOMOS considers that, whilst there are no major environmental threats, attention should nonetheless be paid to the long-term effects of natural elements.

Natural disasters

The great distances between the various sites that form the property mean that each of them is a specific case. The two coastal sites, Kingston (1) and Port Arthur (8), may be affected by storms. In the event of a very violent storm, Old Great North Road (6) could be affected by landslips. Flooding could occasionally affect riverside sites, such as Old Government House (2) or Brickendon and Woolmers Estates (4).

The threat of seismic events is very low for all the sites that make up the property.

ICOMOS considers the threat of natural disasters to be relatively limited.

Impact of climate change

This is beginning to be noticeable in terms of the direct or indirect consequences affecting the property.

For example, a rise in water levels requires monitoring in Kingston (1), a port village protected by a convict-built breakwater. In Port Arthur (8) and Coal Mines (9), the coastal fringe is directly threatened by rising water levels and is being eroded. A hotel building is directly under threat.

Climate change increases the risk of drought and bush fires that could threaten the property domains in New South Wales (2 and 6). It is also contributing to soil deterioration.

ICOMOS considers that the effects of climate change

are beginning to affect the property, without posing a serious threat. Long-term effects should be taken into consideration, which the State Party is doing.

ICOMOS considers that there is no major direct threat to the property. However, a series of indicators should be monitored: tourism development including infrastructure that respects the integrity of the sites, improved consultation between the stakeholders in the development of tourism, and the impact of urban projects outside the buffer zones which may affect the visual integrity of the sites.

5. PROTECTION, CONSERVATION AND MANAGEMENT

Boundaries of the nominated property and buffer zone

According to the State Party, the boundaries of the eleven sites that make up the serial property correspond with their original land boundaries in the convict era. They sometimes include functional extensions linked to the current protection boundaries.

Of the eleven sites, ten are surrounded by a buffer zone. Kingston and Arthur's Vale (1) does not have a buffer zone, as the site boundary corresponds with the entire zone protected at the Federal level; the boundaries are the crest line; and beyond that is a vast protected natural area that forms a *de facto* buffer zone. The most significant elements are concentrated at the centre of the site, on or in close proximity to the foreshore.

ICOMOS considers that the approach is different for the environment of the Kingston and Arthur's Vale site on Norfolk Island, which forms a community with a significant degree of autonomy, compared with that adopted for the other sites in New South Wales and Tasmania. A more unified approach would have been preferable, but it is not essential in this particular case as a protected natural area surrounds the property.

The number of permanent residents in the property is boosted by temporary residents who work on the property without living in it.

ICOMOS considers that the boundary of the buffer zone for Hyde Park Barracks (3) should be extended to include the property's spatial relations and its adjacent urban environment.

ICOMOS considers that the boundaries of the Old Great North Road (6) site should be extended towards the west to include the historic Devine's Hill road ascent.

These questions were put to the State Party in the ICOMOS letter of 17 December 2009. In its reply of 26 February 2010 the State Party provided the following detailed responses:

- The buffer zone of the Hyde Park Barracks (3) has been significantly extended. It now completely surrounds the site and takes into account its immediate urban environment. Its surface area still needs to be stipulated, however, along with the number of residents. The management plan for Hyde Park Barracks has been revised accordingly and a new version published (February 2010).
- The definition of the Old Great North Road (6) site and its map have been clarified, especially in its western section where an essential component element, Devine's Hill Ascent, is very close to the site's western boundary. All the material elements that make up the value of this site have been effectively taken into account. The State Party has proposed an extension of the buffer zone along an approximately 300m strip in this western part of the property.

ICOMOS considers that in the light of these new proposals by the State Party, the boundaries of the nominated property are adequate, for Hyde Park Barracks and Great North Road in particular.

Ownership

The majority of the sites that form the property are in public ownership. Two of the properties are privately owned: part of the Kingston (1) site and the Brickendon and Woolmers Estates (4), one of which belongs to a private owner and the other to a public non-profit trust.

The public owners of the sites forming the property are:

- Commonwealth of Australia: Cockatoo Island (10) and a large part of Kingston and Arthur's Vale (1);
- New South Wales Government: Old Government House (2), Hyde Park Barracks (3), and Old Great North Road (6);
- Tasmanian Government: Darlington (5), Cascades (7), Port Arthur (8), and Coal Mines (9).
- Western Australian Government owns Fremantle Prison (11).

Protection

Legal protection

At the Federal level: All the sites forming the property are inscribed on the National Heritage List. The inscription of Brickendon and Woolmers Estates is pending (2008). Cockatoo Island is also included on the Commonwealth Heritage List. These inscriptions imply protection at the State Party's federal level.

They are also protected by the Environment Protection

and Biodiversity Conservation Act 1999.

At the state level: The three States and the autonomous region each have an Act for the protection of cultural heritage including a regularly updated inventory. All the sites of the nominated property are inscribed on these State inventories:

- Norfolk Island, Planning Act 2002: site 1;
- New South Wales, Heritage Act 1977: sites 2, 3, 6, and 10;
- Tasmania, Historical Cultural Heritage Act 1995: sites 4, 5, 7, 8, and 9;
- Western Australia, Heritage of Western Australia Act 1990: site 11.

Certain sites are directly covered by specific State legislation, such as the acts governing the four sites in New South Wales and those in Tasmania.

Other legislation passed by the States are also involved in the protection of the sites, especially for the protection of the environment and land use planning.

At the local level: There is a series of municipal plans that provide additional protection to that afforded at the Federal and State levels for the property's component sites. These are planning documents that harmonize and if necessary extend protection for the property within its municipality, especially for the buffer zones. These instruments are specific to each site and they provide a degree of articulation between the buffer zone and other planning, land use, and development schemes within the urban areas or districts.

Effectiveness of protection measures

ICOMOS considers that the protective measures for the eleven sites forming the property appear to be adequate. The completed inscription of the Brickendon and Woolmers Estates (4) site on the National Heritage List must be confirmed.

ICOMOS considers that the legal protection of the buffer zones seems adequate and effective, with the two reservations mentioned above: revision of the buffer zones for Hyde Park Barracks and Old Great North Road and consideration being given to the potential changes in the landscape perspectives resulting from pressures from urban development.

ICOMOS considers that the legal protection for the property is adequate, subject to the inscription of Brickendon and Woolmers Estates (4) on the National Heritage List.

Conservation

Inventories, recording, research

The Australian convict settlements in general and the sites included in the nominated property in particular have been thoroughly studied, both from the point of view of their history and from the factual and conservation angles for each site.

Extensive documentary, iconographic, and artistic archives have been collected in the country's various museums, archival centres, and libraries, at the national, state, and local levels. The Australian convict era is a major topic of university research and in the past two decades has resulted in numerous academic, cultural, and tourism publications.

Inventory procedures have resulted in the collation of extensive documentation dealing with building plans, construction, and historic use for the various sites. These have also led to numerous architectural and archaeological studies, and site surveys prior to or in parallel with the preparation of conservation guide documents. These studies also include detailed inventories of the properties and museum and archaeological collections. They have also made possible a discussion about the materials used and the ways of conserving them, the components of integrity and authenticity, along with landscaping approaches.

The complex Port Arthur (8) site has been used for around fifty years as the basis for developing a conservation policy for Australian convict sites. It is a reference site that employs leading specialists and may be quoted as an example.

Present state of conservation

The overall level of conservation of the property's eleven sites is generally good. Conservation usually respects the actual state of the property, without resorting to any abusive restoration. The conservation policy applied in recent years has therefore made it possible to maintain the authenticity of the property, closely related to its function as a convict settlement, whereas its integrity is fragmentary as a result of reuse, buildings without any direct link to convict activities, and the visual impact of the urban environment in several cases (see Integrity). The components of the property are therefore in a good overall state of conservation.

Nonetheless, ICOMOS notes an exception in the buildings in poor condition on the Brickendon and Woolmers Estates (4). ICOMOS also recommends that the perimeter walls at Darlington (5) should be consolidated.

A certain number of issues are raised by the presence of built elements or old anachronistic restorations that should be taken into account. The conservation plans generally deal with these issues as a priority and should

be encouraged to do so. Similar issues surround the threat to conservation from natural elements (see Environmental pressures).

Current or planned visitor infrastructure should also be viewed from the angle of conserving the property's visual integrity, notably at Old Government House (2), Cascades (7), and Fremantle (11).

Active conservation measures

In conformity with the regulations protecting each of the sites within their respective municipality, each has an active conservation plan. These plans underwent a correlated update in 2007, as part of the preparations for the nomination and the management plan. Several of the sites also have a specific archaeological programme: their progress differs between sites and several are still at the compilation stage.

However, one point needs to be raised regarding the resources and expertise applied for conservation depending on the site. While some have permanent teams with a high scientific attainment seen as a reference, such as Port Arthur (8), others seem to fare less favourably for want of human and material resources, such as Brickendon and Woolmers Estates (4) or Coal Mines (9). The latter has no permanent curator and its conservation seems to be essentially in the hands of volunteers, a contribution that is often found at the other sites alongside the professional staff.

ICOMOS considers that, where volunteers are used, their work must necessarily be defined and supervised by experienced professionals as part of the property's conservation and archaeological plans.

Maintenance

The maintenance of each of the property's sites is adequately provided by local management committees.

Effectiveness of conservation measures

The conservation measures for the property's sites are in place and they operate effectively, with the reservation expressed above in respect of Brickendon and Woolmers Estates (4).

ICOMOS considers that the general conservation of the property is satisfactory and that it is articulated around a positive dynamic driven by the application of the conservation plans at each of the sites. The Brickendon and Woolmers Estate domains are an exception and rapid action is needed in this case. There is also the issue of the visitor reception infrastructure and its development in accord with the landscape conservation of the property's sites. Finally, volunteer conservation work should be placed under the strict supervision of experienced professionals in the context of conservation and/or archaeological plans.

Management

Management structures and processes, including traditional management processes

At the federal and state levels, a committee to steer and apply the general management plan was created in 2008 (the Australian Convict Sites Steering Committee). It reports to the Department of the Environment, Water, Heritage and the Arts, of which it is an agency. It includes internal and external professional experts whose scientific and professional standing is recognized nationally, and sometimes internationally.

Given the large distances between the sites that make up the property and the decentralized structure of Australia, control of the application of the management plans by site committees has sometimes been entrusted to a state steering committee, responsible for the sites in the state. This is notably the case for the five sites in Tasmania.

At the local level, each of the sites in the property has a specific management plan and a site committee responsible for its implementation. This committee is established by the site's relevant municipality; in most cases it has permanent staff appointed to manage the site. The Coal Mines (9) site plan is an extension of the Port Arthur (8) plan and it does not have a specific site committee. This local situation can be attributed to the proximity of the two sites and the isolation of Coal Mines.

The site committee is responsible for coordinating the day-to-day management of tourism and maintenance; it oversees conservation activities, manages the public funds allocated to each of the sites under the relevant federal, state, and municipal programmes which are summarized in the site management plans; it coordinates relations with associations and private stakeholders, the former in the areas of conservation and infrastructure, and the latter in tourism and commercial activities at each of the sites, generally in the buffer zone, and sometimes within the site itself.

ICOMOS considers that, within the framework applicable at those sites where private stakeholders are involved, Kingston (1) and the Port Arthur (8) buffer zone, consultation between the site committee and these stakeholders should be strengthened and developed. Consideration could be given in both these cases to creating a joint good-conduct charter for the conservation and management of the sites.

ICOMOS considers that the Steering Committee provides an overarching framework for the management of the serial property in so far as all the site committees are effective and regular participants.

Policy framework: management plans and arrangements, including visitor management and presentation

Each of the site's management plans includes an extensive conservation programme; additionally, some also include a tourism development project and/or archaeological programme.

The property management plans were all finalized, updated, and harmonized in 2007-2008, in order to be included in a general management plan (*Australian Convict Sites Strategic Management Framework*, 2008). This general plan has been approved by the Australian Federal Government and by the State Governments of New South Wales, Western Australia, and Tasmania, and by Norfolk Island. It includes and lists all the legal and administrative instruments and the harmonized management and conservation plans for the various sites. It also defines the general directions and future strategies for the management and conservation of the property.

ICOMOS considers that the management plans and arrangements are adequate.

Risk preparedness

An analysis of risks and threats has been carried out for each of the sites based on experts' reports, environmental profiles, and studies carried out by the various site committees.

Each management plan takes into account the identified risks and defines the appropriate measures for dealing with them.

There are few accidental risks at the sites given the passive safety measures implemented.

In the visitor reception buildings, mandatory smoke alarms are fitted and evacuation and emergency service (fire brigade and first-aid) procedures are in place.

ICOMOS considers that the analysis and risk preparedness are adequate.

Involvement of the local communities

The State Party indicates that the local communities at the eleven sites were consulted when compiling the site management plans.

As already indicated, ICOMOS considers that the process for involving the local population directly concerned by a site and its history, such as at Kingston (1) and Port Arthur (8), should be strengthened and improved in order to solve the various conflicts or tensions arising from the potential inscription of the property on the World Heritage List.

Resources, including staffing levels, expertise and training

The Australian Convict Sites are mainly financed by the Australian Federal and State Governments, apart from the privately owned and funded Brickendon and Woolmers Estates.

Each site is managed by a local committee of administrative, tourism, maintenance, and management staff. All have been given appropriate introductory training, along with additional professional training in many cases. Their number depends on the importance and size of each site: it ranges from four employees for Old Great North Road (6) to 131 for Port Arthur (8), some of whom may also be involved in Coal Mines (9) which has no staff specifically allocated to it. Many of the site employees are conservation, architecture, and archaeology professionals. The Convict Site Committee of Tasmania provides technical support for the heritage conservation and management of the privately owned Brickendon and Woolmers Estates (4).

Australia has a large pool of heritage professionals, in both federal and state government departments, together with a varied selection of private agencies. Many academics are also specialists in the history of the convict settlements and their interpretation. The site committees are therefore able to call on the expertise of renowned specialists.

Effectiveness of current management

Each site has a specific management plan implemented by a local committee under the control of specialized state and federal commissions. The various local committees generally have access to sufficient human and material resources to implement effective management and conservation of the sites. The management policies are also discussed and harmonized at a national level under the responsibility of the Australian Convict Sites Steering Committee.

ICOMOS considers that the management systems for the sites that make up the property are adequate and that they are suitably coordinated under the Strategic Management Framework of the Australian Convict Sites Steering Committee. For those sites where private operators are involved in visitor activities, improved consultation is nonetheless necessary; common objectives and a joint charter of good conduct would be beneficial.

6. MONITORING

The provisions for the protection of the property and the management plans at each site require regular local monitoring and supervision by the state and federal authorities. Each site has a monitoring manager, identified by name in the nomination dossier. Regular reports, generally annual, are submitted by these

managers to the state and federal authorities.

The monitoring provisions are, however, presented very succinctly by the State Party in the nomination dossier, emphasizing for each site the critical points monitored: buildings, state of archaeological remains, water infiltration, damage by animals and invasive plants, landscape integrity, etc. No general indicators or monitoring plans with visit frequency or methods are detailed. Within the framework of a property maintained for several years in a good overall state of conservation and including numerous sites spread across a very vast area, it is clear that the monitoring is effective, even though it is not described exhaustively, and that each site is treated as a specific case under the responsibility of a local committee and its monitoring manager. Moreover, monitoring reports are taken into account into the management of conservation operations.

ICOMOS would like to see a summary table of the monitoring indicators applied at each of the sites, including their frequency of application.

ICOMOS considers that the monitoring of the sites that form the property is adequate, but wishes to see the table of monitoring indicators for each and their frequency of application.

7. CONCLUSIONS

ICOMOS recognizes the Outstanding Universal Value of the eleven sites that constitute the serial property of the Australian Convict Sites (Australia). They are a homogeneous selection that illustrates in an exceptional manner the diversity of the human and historical values associated with these places which bear witness to mass transportation to remote lands coupled with forced labour and imprisonment.

Recommendations with respect to inscription

ICOMOS recommends that the nomination of the Australian Convict Sites, Australia, be ***referred back*** to the State Party to allow it to:

- Inscribe Brickendon and Woolmers Estates (site No 4) on the National Heritage List and rapidly schedule the necessary work for the conservation of the buildings at this site that are in a poor condition.

ICOMOS also recommends that the State Party give consideration to the following:

- Specify the surface area of the new buffer zone for Hyde Park Barracks and Great North Road, along with the number of inhabitants;

- Ensure the regular and effective participation of all the site committees in the functioning of the Steering Committee for the ensemble of the serial property;
- At those sites where private partners are involved, notably Kingston and Arthur's Vale (site No 1) and in the buffer zone of Port Arthur (site No 8), to strengthen and develop consultation between the site committee and these private stakeholders. The establishment of a shared charter of good conduct for the conservation and management of these two sites would be useful;
- Give consideration to removing the anachronistic structures or constructions at Old Government House (site No 2), Cascades (7), and Fremantle (11);
- Distinguish between the structural components by period and use at Darlington (5) and Cockatoo Island (10);
- Give consideration to consolidating the perimeter walls at Darlington (5);
- Make sure that the development or rehabilitation of visitor facilities at the various sites respects the visual integrity and the landscape values of the sites;
- Pay attention to managing the landscape values of the sites in or close to urban areas by studying the visual impact of their current environment and any projects liable to affect those values;
- Make sure that volunteer conservation work is performed in strict accordance with the conservation and/or archaeology plans, under the supervision of experienced professionals;
- Publish the table of monitoring indicators and their frequency of application at each of the sites.



Map showing the location of the nominated properties



View of the Kingston and Arthur's Vale Historic Area, Norfolk Island



Entrance to Hyde Park Barracks, Sydney



Aerial view of the Darlington Probation Station, Tasmania



Yard 1 of the Cascades Female Factory, Tasmania



View of the Port Arthur Historic Site, Tasmania



Interior view of the Fremantle Prison, Western Australia